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ABSTRACT

This executive summary presents the major conclusions of the initial feasibility and design phase of a two-phase study to determine the outcome of referrals and placements and the actual wage and job duration of selected employment service placements. The first chapter details the study scope and activities and describes the study design for each of the two phases. An exhibit summarizes the major findings of the phase 1 analysis, presents a discussion of the impact of the findings on local office operations, and specifies the design features incorporated into the proposed demonstration projects. Chapters 2 and 3 present the methodologies to be demonstrated on a pilot-test basis at one local office for referral/verification follow-up and one local office for placement follow-up. Chapter 2 describes the objectives and scope of the proposed referral/verification demonstration program and the underlying operation concepts, presents procedural and organizational highlights, and identifies evaluation criteria that will be used to measure its effectiveness. Chapter 3 describes the placement follow-up demonstration, including its objectives and benefits, operational highlights, methodological considerations, and criteria to be used in evaluating its performance. Benefits from the analyses of both demonstrations are listed in the fourth chapter on analysis activities. (YLB)

JOB SERVICE REFERRAL AND PLACEMENT
FOLLOW-UP DEMONSTRATION PROJECT

PHASE I--FEASIBILITY STUDY AND DESIGN
FINAL REPORT

EXECUTIVE SUMMARY

Submitted to:

Office of Policy, Evaluation, and Research
Employment and Training Administration
U.S. Department of Labor

Macro Systems, Inc.

March 14, 1980

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PRECIS

The Office of Policy, Evaluation, and Research (OPER) and the United States Employment Service (USES), in conjunction with Macro Systems, Inc. (Macro), are currently investigating improved techniques to (1) determine the outcome of referrals and (2) determine the actual wage and job duration of selected Employment Service (ES) placements. This two-phased study includes collaboration with eight State Employment Security Agencies (SESAs) and knowledgeable Federal staff.

The first phase, consisting of a feasibility study and development of a detailed demonstration project design, has been completed. This Executive Summary presents the findings and conclusions of the research team as well as an overview of the operational design for both the referral/verification and placement follow-up demonstrations.

The second phase will involve implementing the demonstration programs in two separate ES local offices during the third quarter of Fiscal Year 1980 and monitoring and analyzing their impact. Findings and conclusions will be drawn from these efforts and, further, recommendations concerning the follow-up processes will be formulated for national office review and incorporation into national-level policy, as appropriate.

Once implemented and evaluated, it is anticipated that the demonstration programs will yield significant benefits to the Federal/State ES service delivery network, including:

Referral/Verification Demonstration

- An increase in the number of referrals verified and placements captured
- More effective staff utilization through reductions in unsuccessful employer contacts and a delineation of employer-related and applicant-related responsibilities
- Better employer relations at the operational levels by utilizing staff knowledgeable about an employer's business and sensitive to the needs of the employer

Placement Follow-Up Demonstration

- An additional source, on a sample basis, of local, State, regional, and/or national labor market information and USES performance data
- An improved ability of ES local offices to determine accurately and subsequently to obtain credit for higher quality placements
- An aid to ES local offices to interpret and assess job order specifications and, therefore, result in better order servicing and fewer cancellations of openings

The chapters that follow detail the overall study objectives, specifications of both the referrals and placements follow-up demonstration designs, and evaluation and analysis activities to be conducted for both demonstrations.

I. STUDY OBJECTIVES AND STUDY DESIGN

The Office of Policy, Evaluation, and Research (OPER), in conjunction with the United States Employment Service (USES) of the Employment and Training Administration (ETA), is currently investigating improved techniques for determining the outcome of referrals and placements and for determining actual wage and job duration of selected Employment Service (ES) placements. This Executive Summary presents the major conclusions of the initial feasibility and design phase and includes those methodologies to be demonstrated on a pilot-test basis at one local office for referral/verification follow-up and one local office for placement follow-up.

1. STUDY SCOPE AND OBJECTIVES

The study focuses on the development, demonstration, and evaluation of techniques designed (1) to provide ES local office staff with referral results information in a more timely and accurate manner and (2) to provide local, State, regional, and national program managers and policy formulators with data on actual wages and job duration for a sample of ES placements. More specifically, the study is designed to accomplish the following objectives:

- To provide insight into current ES follow-up procedures and problems
- To develop and test potentially superior ES referral and placement follow-up systems
- To analyze data on ES referrals and placements obtained through the conduct of demonstration programs
- To determine the actual wage and job duration of ES placements over time through the use of sampling techniques
- To formulate recommendations for ES referral and placement follow-up activities as well as to develop a methodology for a broader pilot or national-level field test

The data collected and analysis performed during the study encompassed all local office components impacting on the placement process. Excluded from the analysis were activities related to and in support of the WIN program as well as non-ES-related CETA activities.

2. GENERAL STUDY DESIGN

A two-phased approach for conducting the study has been designated as follows:

Phase I--Feasibility Study And Demonstration Design

During Phase I, eight case studies (i.e., ES local office reviews) were conducted in order to gain in-depth insight into current ES follow-up procedures and problems. Six major areas of local office operations were examined:

- Organization and staffing
- Applicant and service flows
- Employer services relations
- Operational and management information systems and report verification
- Referral/verification procedures
- Problem areas, including coordinative, operational, and peculiar local office demographics affecting referral verification and placement follow-up systems

This information was analyzed and alternative follow-up methods were identified and evaluated and subsequently used in designing the recommended referral/placement follow-up systems that will be tested in the second phase of the project. Exhibit I, following this page, summarizes the major findings and conclusions of the Phase I analysis, presents a discussion of the impact of the findings on local office operations as well as specifies the design features incorporated into the proposed demonstration projects. It should be noted that post-placement follow-up systems, other than placement validation, were non-existent in the case study sites and, therefore, excluded from discussion in Exhibit I.

Employment and Training Administration
Referrals/Placement Demonstration

PREDEMONSTRATION FINDINGS AND CONCLUSIONS
CLASSIFICATION CROSSWALK TO DESIGN FEATURES

Area of Specialization	Finding and Conclusions	Impact on Operational Environment	Demonstration Design Considerations
1. Organization, Management, and Staffing	(1) Staff responsible for verifying referrals should be familiar with both the order taking and referring functions	. Allows verification staff to combine order taking and verification into one employer contact . Permits verification staff to assess employer needs and applicant skills better	The design includes an employer account responsibility feature whereby Employer Account Specialists perform order taking and verification functions simultaneously. These staff have interviewer experience and are familiar with referral and order taking functions.
	(2) Referral verification approaches should be tailored to conform with local office environments	. Permits efficient utilization of staff by office management . Permits efficient utilization of available systems and reports capabilities	Of necessity, the demonstration methodology must have potential applicability to a wide variety of offices; however, it is envisioned that minor changes can be incorporated in the design for more efficient operations in any specific office.
	(3) The assignment of employer account responsibility to interviewers appears to have a number of advantages for verification as well as for providing services to applicants and employers	. Enhances the office's employer relations efforts . Allows office staff to identify employer needs better . Permits verification staff to combine verification and order taking into one employer contact, thereby minimizing employer overcontact	The design emphasizes employer service account responsibility. Employer overcontact and duplication of effort are minimized.
	(4) Rotation of verification responsibility among staff should be minimized	. Negative impact on employer relations with rotation . Difficult for management to gauge the success/failure of verification procedures with rotation, i.e., different personality types involved, difficult to track down responsible parties when problems occur, etc.	Verification functions are performed by Employer Account Specialist. No rotation is envisioned in the demonstration design.
	(5) Initial verification should be scheduled within a matter of days after the referral in order to maximize services available to applicants and employers	. Ensures that job orders are serviced on a timely basis . Increases the integrity of verification data obtained . Conveys the impression that Job Service is genuinely concerned and receptive to the employer's needs (professionalism)	The initial employer contact is performed within 24 hours of the referral, unless otherwise specified by the employer.
	(6) Subsequent verification contacts should also be scheduled on a timely basis	. Ensures that job orders are serviced on a timely basis . Increases the integrity of verification data obtained . Prevents verification staff from having to "catch up" on numerous referrals remaining unverified for extended periods of time	The design features a definitive time schedule for conducting verification contacts.

Area of Specialization	Finding and Conclusions	Impact on Operational Environment	Demonstration Design Considerations
2. Functional and Service Delivery Components	(1) Employers appear to be both the most common and the most reliable source for verification data	. Minimizes the reporting of invalid data to the automated system . Reduces the number of additional contacts during the verification process, i.e., reverifying applicant data with employers, contacting employers when applicants are unsure of the interview results, etc.	Employers are the primary source for obtaining referral results.
	(2) Telephone verification appears to be the most efficient method of obtaining referral feedback from employers	. Permits timely verification with respect to the referral . Cost effective with respect to staff utilization . Allows verification staff to determine the availability status of verification contacts instantaneously	Employers are contacted by telephone by the Employer Account Specialist unless otherwise specified. Employers do have the option to choose their preferred method of contact, i.e., return of ES-508 card, ESR site visit, etc.
	(3) Additional or secondary sources for obtaining referral results should be utilized to maximize data quality where cost effective	. Ensures that all available methods and sources of contact are utilized . Allows office staff to identify employers requiring ESR contacts	The design features alternative procedures for obtaining referral results when the initial contact cannot be made or is unsuccessful.
	(4) Educating employers in the objectives and procedures for verifying referrals should be incorporated in available employer service programs	. Enhances employer relations . Increases the verification success rate . Cost effective with relation to staff utilization, i.e., easily assimilated into employer presentations made by ESRs during site visits and/or telephone contacts	The design emphasizes employer orientation in follow-up procedures conducted by Job Service, through the Job Service Improvement Program (JSIP) and/or other employer groups.
	(5) Additional employer services, such as order servicing, order taking, employer relations, etc., should be conducted with verification to minimize employer contacts	. Cost effective with relation to staff utilization . Enhances employer relations, i.e., minimizes employer overcontact . Ensures that orders are serviced in a timely fashion	The design integrates verification activities with these other employer service functions.
	(6) The referral verification effort should not decrease the ability of staff to service walk-in traffic and take job orders	. Implies that verification duty assignments be the responsibility of staff not involved with applicant registration, referral . Ensures that applicants are properly registered and afforded all available services . Allows referral staff to become more personable with applicants, i.e., improves applicant's view of Job Service as well as increases motivation	The design separates staff responsible for verification and account servicing from placement interviewer staff.

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Area of Specialization	Finding and Conclusions	Impact on Operational Environment	Demonstration Design Considerations
2. Functional and Service Delivery Components (continued)	(7) Referral verification should include obtaining wage data on hires and state reasons for applicants not being hired	. Increases ability of referral staff to assess employer needs . Assists management staff in identifying interviewers requiring assistance, i.e., those who refer applicants not qualified for the job opening	The design specifies that Employer Account Specialists routinely attempt to obtain this information from employers
	(8) Interviewers should systematically be notified of qualitative information obtained from employers	. Increases ability of referral staff to assess employer needs . Assists management staff in identifying interviewers requiring assistance, i.e., those who refer applicants not qualified for the job opening . Enhances employer relations, i.e., improves employers' perception of Job Service	Employer Account Specialists notify referring interviewers of this information using a redesigned ES-508, Employer Introductory Card.
3. Operational and Management	(1) Maximum use should be made of available technology and resources	. Cost effective . Increases the probability that referral information will be reported to the automated system in a timely manner . Permits efficient utilization of staff	The design incorporates available office resources, i.e., data entry equipment, source documents, etc.
	(2) A systematically produced queuing device should be available daily to identify unverified referrals requiring verification	. Ensures that the initial verification attempt is performed in a timely manner with respect to the referral . Reduces employer overcontact; i.e., employers who have already verified outstanding referrals using another method of contact are not recontacted	Referral records are maintained to permit staff the continuous appraisal of the status of unverified referrals.
	(3) A daily procedure/device to notify interviewer staff of referral results should be available	. Motivates interviewer staff to refer and/or provide applicants with positive service . Reduces employer overcontact; i.e., employers who have previously verified referrals using normal channels of communication are not recontacted when queuing device is available	Referral results are obtained by referring interviewers using the ES-508 and the Job Bank Daily Applicant Transaction Report.
	(4) Timeliness and accuracy in recording and entering verification data to the automated system are of the utmost importance	. Ensures that referring interviewers are informed of referral results in a timely fashion with repsect to the referral . Reduces employer overcontact; i.e., employers who have verified in accordance with Job Service expectations, are not recontacted by verification staff if recording is timely	Referral results are posted immediately to input documents and are forwarded daily for data entry.

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Phase II--Implementation And Evaluation

Phase II will involve implementing the recommended follow-up systems in a selected site(s) and monitoring and analyzing their impact. Findings and conclusions will be drawn from these demonstration projects, and further recommendations concerning the follow-up processes will be formulated and incorporated into national level policy, as appropriate.

To satisfy the general objective of the study, i.e., design and pilot test preferred follow-up strategies in environments that are typical of the ES universe, the following research parameters have been declared:

- The study is a pilot test with no inferences about the universe of ES offices and environments.
- The primary demonstration methodological concerns include cost-effectiveness and operational performance.
- Data collected by the demonstration systems will be analyzed; however, no particular behavioral models, such as impact on special applicant populations, applicant attitude, etc., will be investigated.
- The demonstration time period for observation and evaluation is limited.

Analyses to be performed on data collected during the referral and placement demonstration include: (1) cost-effectiveness, (2) referral process dynamics, and (3) wage and job duration experience of placements.

* * * *

II. REFERRALS/VERIFICATION DEMONSTRATION DESIGN

This chapter describes the objectives and scope of the proposed referral/verification demonstration program and the underlying operational concepts, presents procedural and organizational highlights, and identifies evaluation criteria that will be used to measure its effectiveness.

1. OBJECTIVES AND SCOPE

The primary focus of the referrals/verification demonstration project is to test and evaluate improved methods of obtaining referral feedback information in a timely and accurate manner using a method of contact that is mutually agreeable with the local office and the employer. The proposed demonstration is designed to accomplish the following objectives:

- To demonstrate improved methods of obtaining referral feedback information
- To gather referral feedback information in an expedient and cost-effective manner
- To improve the validity of information obtained
- To establish clear lines of responsibility for all components of the verification process
- To establish improved relations with both applicant and employer communities through better and more professional levels of service

The demonstration encompasses all ES referrals exclusive of those WIN and non-ES-related CETA referral activities.

2. OPERATIONAL CONCEPTS

During the review of the referral/placement process in the case study sites, it became clear that more service-level integration, accountability, and structure were required to satisfy the needs of both applicants and employers. These fundamental concepts have been incorporated into the proposed demonstration and are presented in the descriptive summaries that follow:

- Integration Of Employer Services--ES local office staff performing order taking, verification, placement interviewing, and job development and ESRs all routinely contact employers--in some cases, they contact the same employer more than once per day. The proposed design encourages local office staff performing employer-oriented functions, with the exception of job development and placement interviewer staff, to conduct all employer contact through an Employer Account Specialist (EAS).

  The EAS contacts employers for purposes of referral verification, order taking, and job-order servicing. These telephone contacts are scheduled at a mutually agreeable time with the employers. A maximum of one employer contact daily is necessary to service existing job orders, record new job orders, and obtain referral follow-up information.

  In addition, an ESR formally assists the EAS in these areas and continues to be responsible for other non-operational employer-oriented activities such as coordinating JSIP activities, marketing ES programs, and assisting employers in technical areas.

- Operational Accountability--In addition to the employer service integration concept, additional levels of ES staff accountability for employer account servicing have been incorporated into the design. Organizationally, employer service teams, each with responsibility for servicing a selected group of employers and comprising EASs who have individual employer account responsibility, perform the fundamental account servicing functions. As such, and in conjunction with an ESR who is also assigned to the team, EASs provide employers with a single contact point within the ES local office to which all operational communications flow. Order taking, revisions to job openings, verification and follow-up, and other day-to-day operational functions flow to and from members of each team of Employer Account Specialists. Using this approach, greater control over employer contacts, including referral control; better control of job orders and openings; and, presumably, more effective account servicing can be provided to the employer.

- Structure And Time Frames--One major question confronting a verification technician is if and when the employer will return the referral results. The answer to this question is unknown, and, because it is unknown, staff initiate telephone contacts to solicit the results. Often, however, these telephone attempts are made and produce no results, yet staff time has been expended. In the proposed design, attempts are made to test the feasibility of scheduling employer responses both in terms of time and method (telephone or mail). It is hypothesized that, if the employer establishes the method and time frame, he/she will be more likely to respond in a timely manner.

In addition to the employer's preferred method for feedback, the design incorporates supplementary methods that include the use of ESRs and applicants as potential referral feedback contacts. Each of these methods is used under specific circumstances and time frames.

Last, it is implied in the proposed design that, through implementation of these concepts and the other process-related techniques proposed below, local office staff in general will become more sensitive to the needs of employers, and the employer services unit staff in particular will become more knowledgeable about the employers' businesses. Further, with tighter levels of operational control on referral and follow-up activity, employers will perceive a greater level of staff professionalism and so will the applicants.

Exhibit II, following this page, presents a procedural flow diagram of the demonstration design.

3. HIGHLIGHTS OF THE PROPOSED DEMONSTRATION

This section presents the key operational components of the design.

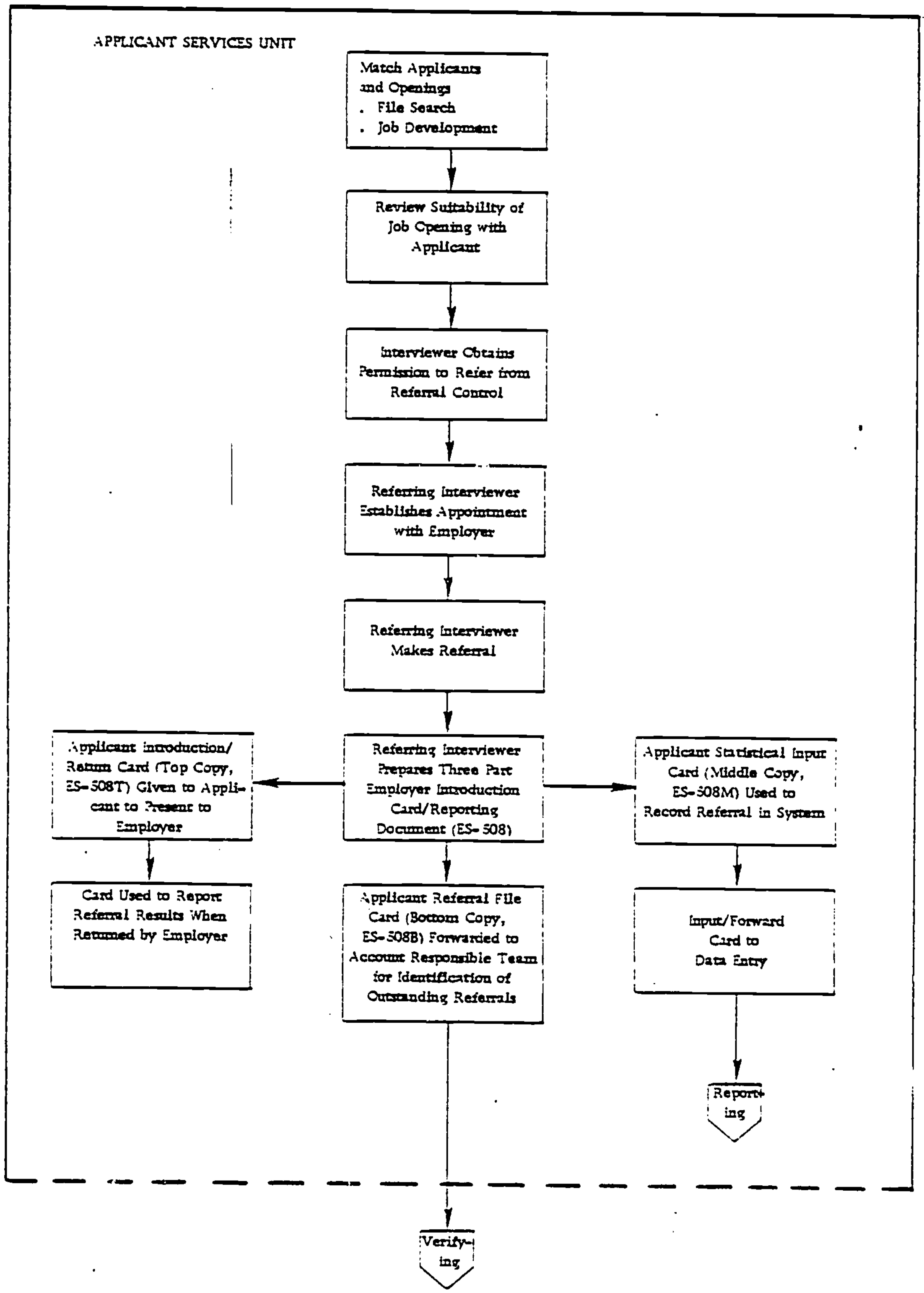
(1) Revised Employer Introduction Card/Reporting Document (ES-508)

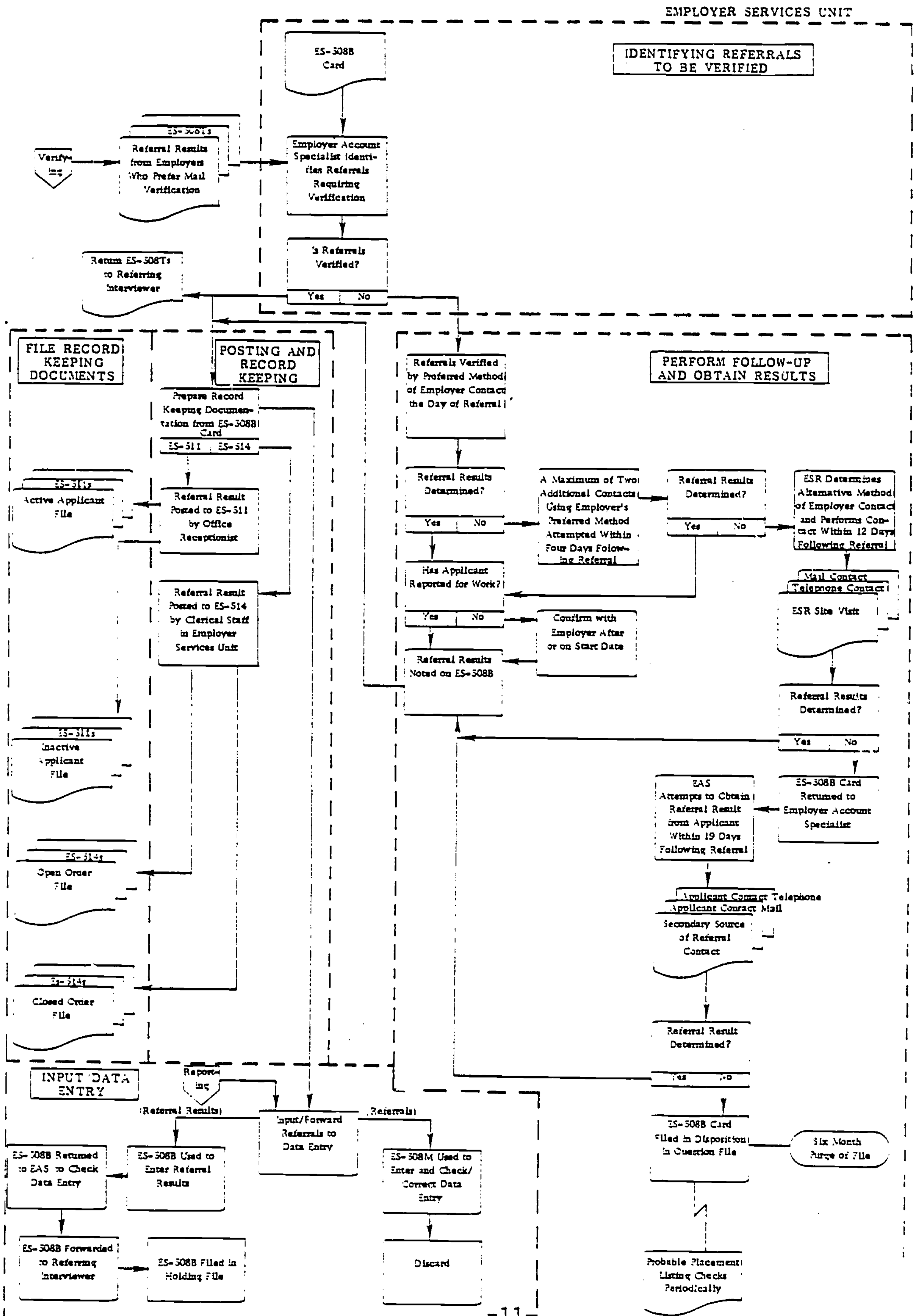
The proposed design uses a revised three part Employer Introductory Card/Reporting Document (ES-508). This card is designed to: (1) minimize document handling in the local office, (2) provide information necessary to identify unverified referrals, (3) provide referral feedback to placement interviewer staff, and (4) report referrals and referral feedback to the automated system. In addition, each part of the ES-508 card contains text intended to familiarize the user with its purpose.

EXHIBIT II(1)

Employment and Training Administration
Referrals/Placement Demonstration

PROCESS FLOW DIAGRAM




EMPLOYER SERVICES UNIT
IDENTIFYING REFERRALS TO BE VERIFIED
ES-508B Card
Verifying
ES-508Ts
Referral Results from Employers Who Prefer Mail Verification
Employer Account Specialist Identifies Referrals Requiring Verification
Is Referrals Verified?
Yes
No
Return ES-508Ts to Referring Interviewer
FILE RECORD KEEPING DOCUMENTS
POSTING AND RECORD KEEPING
Prepare Record Keeping Documentation from ES-508B Card
ES-511
ES-514
ES-511s
Active Applicant File
Referral Result Posted to ES-511 by Office Receptionist
Referral Result Posted to ES-514 by Clerical Staff in Employer Services Unit
ES-511s
Inactive Applicant File
ES-514s
Open Order File
ES-514s
Closed Order File
PERFORM FOLLOW-UP AND OBTAIN RESULTS
Referrals Verified by Preferred Method of Employer Contact the Day of Referral
Referral Results Determined?
Yes
No
A Maximum of Two Additional Contacts Using Employer's Preferred Method Attempted Within Four Days Following Referral
Referral Results Determined?
Yes
No
ESR Determines Alternative Method of Employer Contact and Performs Contact Within 12 Days Following Referral
Mail Contact
Telephone Contact
ESR Site Visit
Has Applicant Reported for Work?
Yes
No
Confirm with Employer After or on Start Date
Referral Results Noted on ES-508B
Referral Results Determined?
Yes
No
ES-508B Card Returned to Employer Account Specialist
EAS Attempts to Obtain Referral Result from Applicant Within 19 Days Following Referral
Applicant Contact Telephone
Applicant Contact Mail
Secondary Source of Referral Contact
Referral Result Determined?
Yes
No
ES-508B Card Filed in Disposition in Question File
Six Month Purge of File
Probable Placement Listing Checks Periodically
INPUT DATA ENTRY
Reporting
(Referral Results)
(Referrals)
Input/Forward Referrals to Data Entry
ES-508B Used to Enter Referral Results
ES-508B Returned to EAS to Check Data Entry
ES-508B Forwarded to Referring Interviewer
ES-508B Filed in Holding File
ES-508M Used to Enter and Check/Correct Data Entry
Discard

The three-part ES-508 card is described below:

- <u>Applicant Introduction/Return Card (ES-508T)</u>--This card has four basic functions: (1) to identify the applicant as a referral from Job Service, (2) to provide the employer with explanatory text pertaining to the verification process, (3) to emphasize the importance of obtaining referral feedback information, and (4) to provide the employer with a vehicle for notifying Job Service as to the status of the referral. This card is prepared by the referring interviewer at the time of referral and given to the applicant to take to the employer.

- <u>Applicant Statistical Input Card (ES-508M)</u>--This part of the card is used to enter the referral into the automated system. Referring interviewers forward this card to data entry at the time of referral. The day following data entry, data entry staff verify the data input using this card as the source document.

- <u>Applicant Referral File Card (ES-508B)</u>--This part of the card is designed to serve two basic purposes. The Applicant Referral File Card is used by verification staff as a queuing device to identify unverified referrals. This card is completed by the referring interviewer at the time of referral and forwarded to verification staff. The reverse side of the Applicant Referral File Card provides verification staff with a record-keeping instrument to document verification events. This side is entitled the Verification Record. Verification attempts and methods of contact are recorded on this side in chronological sequence.

Although it is not envisioned or intended that the redesigned ES-508 card will improve the employer verification response rate, it is expected to have a positive effect on employer relations.

(2) <u>Employer Account Teams Are Responsible For Servicing And Coordinating All Employer-Oriented Activities</u>

Employer account responsible teams comprising Employer Service Representatives (ESRs) and verification staff perform all employer-oriented activities. The responsibilities of verification staff on this team include:

- Obtaining information on Job Service referrals
- Servicing job orders for assigned accounts
- Taking orders
- Performing employer relations services

ESRs assist verification staff in obtaining referral feedback when referral feedback cannot be obtained using the employer's preferred method of contact. In addition, ESRs principle functions remain:

- Soliciting new employer accounts
- Coordinating employer relations programs
- Providing technical assistance to employers with problems

(3) Preferred Methods Of Employer Contact Are Established

The design allows employers to choose either mail or telephone as the preferred method of contact. The method of contact is determined at the time an order is taken for new accounts and confirmed at the time an order is taken on existing accounts.

(4) Specific Time Frames For Obtaining Referral Results Are Established

The initial verification attempt, unless otherwise specified, is initiated within 24 hours of the referral, using the employer's preferred method of contact. Additional contacts are scheduled using these guidelines:

- One To Four Days Following Referral--Verification staff attempt to obtain referral feedback using the employer's preferred method of contact.

- Five To Twelve Days Following Referral--ESRs attempt to obtain referral feedback either using the employer's preferred method of contact or an alternative method of contact selected from available employer information listings.

- Thirteen To Nineteen Days Following Referral--Verification staff attempt to solicit referral feedback from applicant either by mail or telephone contact.

Last, probable placement listings are used when available to identify outstanding unverified referrals.

4. ORGANIZATION AND STAFFING OF PROPOSED DEMONSTRATION DESIGN

The proposed design identifies and organizes employer-oriented and applicant-oriented functions into two separate units. This functional segregation facilitates the monitoring and evaluation aspects of the demonstration project and provides for a simple and controllable flow of information throughout the office. Exhibit III, following this page, is an organizational and staffing chart that illustrates the functional differentiation and manpower components required to operate and evaluate this project effectively.

5. DEMONSTRATION METHODOLOGY

Pre-established site selection criteria have been developed to ensure the selection of an ES office representative of most local operating environments. Prior to final site selection, a predemonstration site review will be conducted to identify the current local office practices impacting on the referral verification system. In addition, this review will highlight potential problems in implementing the demonstration and allow State agency/local office staff an opportunity to determine from their perspectives the expected impact of the demonstration on their operation.

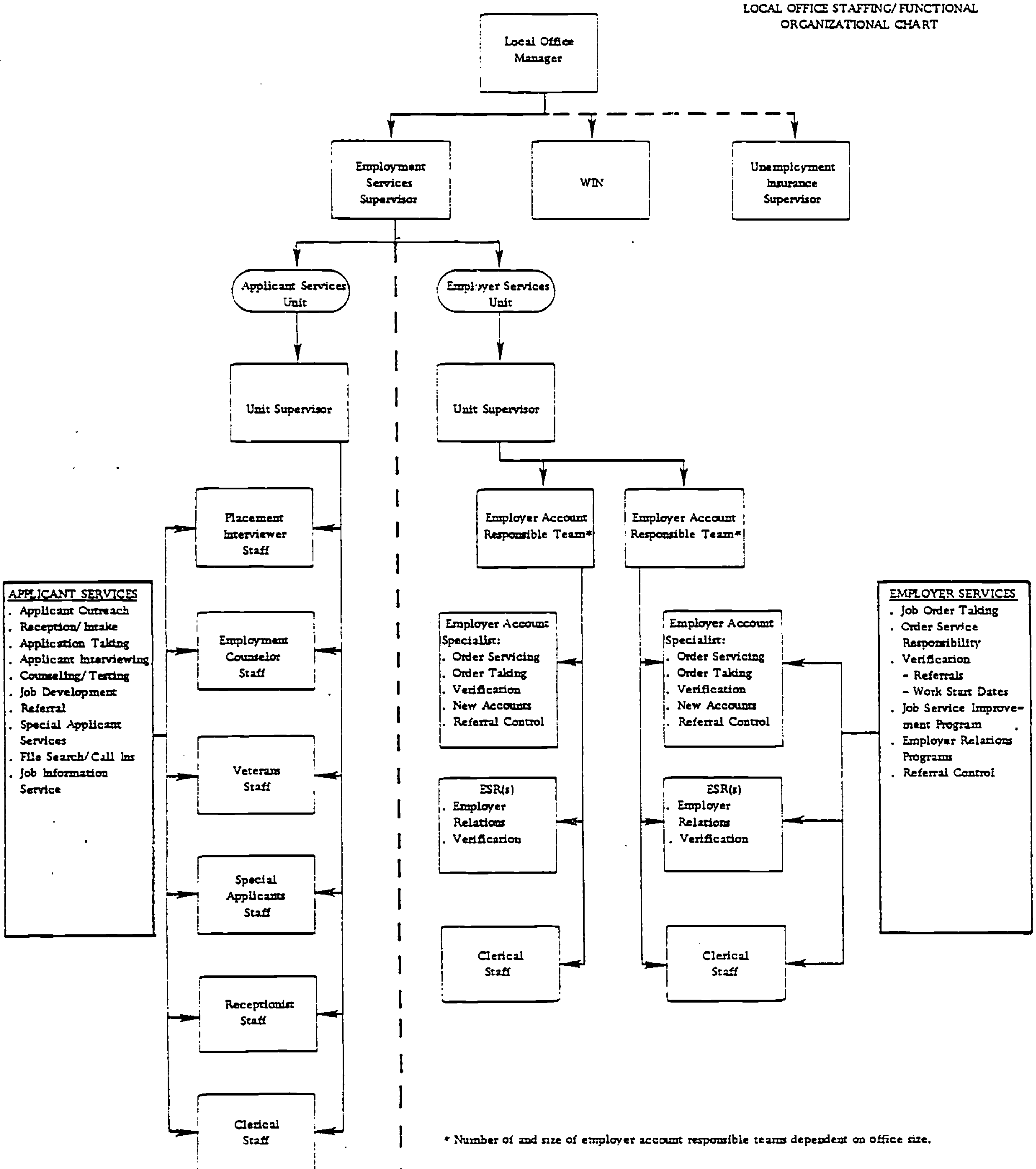
As proposed, the demonstration project test will be implemented at a single site and operated concurrent with the existing (control) referral follow-up system. Employer account responsibility will be distributed alphabetically to verification staff in the test and control units. Verification staff in the control unit will obtain referral feedback information using the office's current referral follow-up system. Staff assigned to the test unit will obtain referral feedback information using procedures outlined in the demonstration workplan. This alphabetic assignment will result in an equalization of workload for both study units. Management orientation sessions designed to ensure compatibility of the demonstration with local office operations and staff training will be conducted throughout the demonstration period.

Exhibit IV, following Exhibit III, provides an overview of the referral verification methods proposed in this demonstration.

EXHIBIT III

Employment and Training Administration
Referrals/Placement Demonstration

REFERRAL DEMONSTRATION MODEL
LOCAL OFFICE STAFFING/FUNCTIONAL
ORGANIZATIONAL CHART



* Number of and size of employer account responsible teams dependent on office size.

Employment and Training Administration
Referrals/Placement Demonstration

ES REFERRALS FOLLOW-UP METHODOLOGY--SPECIFICATION

APPLICANT SERVICES UNIT		
Component	Function	Procedural Comments
Referring Applicants to Available Job Openings	(1) Match applicants and openings . File Search	. Referring interviewers utilize all available resources in an effort to generate referral activity - Review newly received job openings - Review open job order file/microfiche - Review JSMS III B Applicant Matching Profiles - Use JSMS IV A Applicant Search Inquiry
	. Job Development	. Referring interviewers contact employers to determine if employment opportunities exist for job-ready applicants when listed job openings are unavailable
	(2) Review the suitability of the selected job opening and/or job development contact with the applicant	. Referring interviewers discuss the following job specifications with the applicant prior to referral: - Skills required in job opening - Pay rate - Location - Unique duties assigned by the employer to this job classification - Physical demands
	(3) Obtain permission to refer	. Referring interviewer obtains permission to refer from the Employer Account Specialist (EAS).
	(4) Establish appointment with employer	. After obtaining permission to refer from the Employer Services Unit, the referring interviewer telephones the employer to schedule an interview appointment. This function is precluded only when specified by the employer; in which case the applicant is sent without an appointment.
	(5) Refer applicant to suitable job opening	. Referring interviewer advises the applicant of employer's address, whom to see, and the time of interview appointment.
	(6) Prepare three-part Employer Introduction Card/Reporting Document (ES-508) at the time of referral . Applicant Introduction/Return Card (ES-508T)	. Referring interviewer gives the Applicant Introduction/Return Card to the applicant to carry to the employer. The Applicant Introduction/Return Card identifies the applicant as being referred from Job Service. . The Applicant Introduction/Return Card permits employers to verify referral results by mail, if desired. The reference text on this card is intended to solicit comments pertaining to the employer's decision to hire or not hire an applicant.

APPLICANT SERVICES UNIT		
Component	Function	Procedural Comments
Referring Applicants to Available Job Openings (continued)	(6) . Applicant Statistical Input Card (ES-508M)	. Referring interviewers forward this card to data entry to expedite the input of referrals to the automated system. . Data entry staff use this card to verify statistical data entered to the automated system the day following input.
	. Applicant Referral File Card (ES-508B)	. Referring interviewers route this copy of the ES-508 card to the responsible Employer Services Unit Employer Account Specialist. . Employer Account Specialists use cards to queue the verification process.
	. Verification Record (ES-508B (reverse side))	. Employer Account Specialists record verification attempts in chronological sequence.
EMPLOYER SERVICES UNIT		
Verifying the Results of Referrals	(1) Identify unverified referrals requiring verification	. Employer Account Specialists review the Employer Account Index to determine the preferred method of contact for all Applicant Referral File Cards received from the Applicant Services Unit. . Employer Account Specialists review Application Introduction/Return Cards received by mail from employers and record referral results on their appropriate Applicant Referral File Card.
	(2) EASs attempt verification the day of referral	. Contact is made using the employer's preferred method. . Unsuccessful initial verification attempts are followed up twice, within the next four days, using the employer's preferred method of contact. . In accordance with the Employment Service Manual procedures, EASs determine referral results and report to work status.
	(3) ESRs assist EASs with verification	. EASs route the Applicant Referral File Card to the ESR assigned to their unit when unsuccessful in obtaining referral results using the employer's preferred method of verification. . Within the next seven days, the ESR determines the appropriate alternative method of employer contact and performs contact.

EMPLOYER SERVICES UNIT		
Component	Function	Procedural Comments
Verifying the Results of Referrals (continued)	(3) (continued)	. ESRs record contacts and results on the Verification Record prior to returning the Applicant Referral Card to the EAS. . Applicant Referral File Cards that remain unverified are returned to the appropriate EAS.
	(4) Verification attempted with the applicant (secondary source of verification)	. EASs determine the method of applicant contact, i.e., mail or telephone. . Applicants are contacted within seven days after receipt of the Applicant Referral File Card from ESRs.
	(5) Report referral results to the automated system or file unverified referrals	. For referral results that are obtained during the procedures detailed in functions 2, 3, and 4, the party obtaining the result is responsible for updating the Applicant Referral File Card and posting to record-keeping documents and forwarding to data entry. . Referrals that remain unverified after applicant contact are filed by the EAS in a Disposition in Question file maintained for the unit. This file is checked periodically against the Probable Placement Listing, where available.
	(6) Post referral results to record-keeping documents	. The receptionist posts the referral result to the ES-511 Application Card using the Applicant Referral Card. . Designated clerical staff, consistent with the office's organizational structure, posts the referral result to the ES-514 Job Order using the Applicant Referral Card. This is performed immediately after the receptionist posts referral results to the ES-511.
	(7) File record-keeping documents	. Staff responsible for posting referral results to record-keeping documents are also responsible for refiling source documents.
	(8) Input referral results to the automated system	. Applicant Referral File Cards are forwarded to data entry immediately after referral results are posted to the record-keeping documents. After entry, these cards are returned to the responsible EAS. . EASs verify entry of the referral result to the automated system the following day.

EMPLOYER SERVICES UNIT		
Component	Function	Procedural Comments
Verifying the Results of Referrals (continued)	(9) Notify the referring interviewer of information pertaining to the disposition of referrals	. The EAS forwards the Applicant Referral File Card to the referring interviewer for review. . In locations with Job Bank, the daily Applicant Transaction Listing can be used, in addition to the Applicant Referral File Card, by referring interviewers to obtain referral results.

6. EVALUATION CRITERIA

Evaluation factors to be used during the demonstration are discussed in this section. These factors will be utilized in gathering sufficient data to evaluate the impact of the demonstration on local office activities. The primary areas of evaluation include:

- Effectiveness Evaluation--The objective of this evaluation is to measure the impact of the dynamics of the demonstration on local office operations. The primary areas of effectiveness evaluation include:
  - Reduction in time to determine the results of referrals
  - Reduction in employer contacts required to obtain referral feedback
  - Improvement in percentage of referrals verified
- Programmatic Evaluation--The objective of this evaluation is to assess the performance of both the control and test groups. As such, the following performance indicators will be used:
  - Proportion of active applicants referred
  - Proportion of openings filled
  - Proportion of total referrals verified
  - Proportion of total referrals unverified after 19 days
  - Proportion of total referrals verified, by method (telephone, mail, site visit)
- Cost-Effectiveness Evaluation--The objective of this evaluation is to determine whether the test group is more cost-effective than the control group with respect to the following:
  - Verification staff hours per attempted verification
  - Verification staff hours per successful verification
  - Total staff hours per attempted verification
  - Total staff hours per successful verification
- Organizational Analysis--ES staff and employer attitudes regarding the test referral verification demonstration system will be obtained through personal interviews and JSIP committee meetings.

* * * *

III. PLACEMENT FOLLOW-UP DEMONSTRATION DESIGN

This chapter describes the placement demonstration, including its objectives and benefits, operational highlights, methodological considerations, and criteria to be used in evaluating its performance. The methodology, as proposed, is to be tested in a single ES local office.

1. OBJECTIVES AND SCOPE

The primary focus of the demonstration project is to test a proposed methodology for following up on the wage and job duration experience of sample ES placements. The two principal objectives of this methodology are to:

- Obtain data on actual wages and job duration of sample ES placements
- Compare actual wages and job duration with those originally specified in job orders

In addition to these objectives, several benefits may be derived from this methodology. For example, after testing and refinement, the methodology may:

- Improve the ability of ES local offices to determine accurately and subsequently to obtain credit for higher quality placements
- Assist ES local offices to interpret and assess job order specifications and, therefore, result in better order servicing and fewer cancellations of openings
- Provide, on a sample basis, an additional source of local, State, regional, and/or national labor market information and USES performance data

2. OPERATIONAL CONCEPTS AND HIGHLIGHTS

Exhibit V, following this page, displays the major operational concepts underlying the methodology, and Exhibit VI, following Exhibit V, summarizes the highlights of the demonstration. The proposed placement follow-up methodology is a two-stage process designed to (1) minimize local office impact, (2) be independent of the local office environment, and (3) be flexible in scope and application. Validation by ETA standards of the sample placements is incorporated into the methodology, and the sample size and follow-up procedures ensure statistical significance and reliability. Exhibit VII, following Exhibit VI, presents the process flow of the demonstration.

Several methodological considerations have been addressed during the development of the the placement follow-up demonstration design. The three most important are presented in the summary descriptions below:

- Site Selection Criteria--Specifically, the selected site must be a full service office, year-round in operation and diversified to provide a representative sample of ES placements, and must use and support ADS and/or Job Bank Systems.
- Training And Technical Assistance--On-site training both prior to implementation and during the operation of the demonstration follow-up system will be conducted by project staff. Training will be performed in conjunction with appropriate ES staff.
- Project Team Staffing--Identification of staff to perform demonstration activities will be accomplished in a manner to ensure minimal disruption to local office operations. Project team members will be responsible for performing all demonstration activities with the exception of: (1) providing necessary documents for placement sample selection, (2) performing follow-up calls to nonresponding employers, and (3) completing selected measurement and control forms.

Exhibit VIII, following Exhibit VII, provides a detailed specification showing the function and subfunctions, related documents, and procedural details associated with the placement follow-up methodology.

Employment and Training Administration
Referrals/Placement Demonstration

PLACEMENT FOLLOW-UP METHODOLOGY--
OPERATIONAL CONCEPTS

- Two-Stage Follow-Up Process--Wage, job duration, and placement validity data are collected at two points in time, at intervals consistent with current ESARS reporting conventions, to obtain both short- and long-term information on a sample of ES placements at a local office.

- Minimum Local Office Impact--The methodology is designed to minimize the workload required of local office staff, the disruption of local office operations, and any adverse effect on applicant or employer services, and relations. In addition, both the local office selected and the local area employers are given advance notification and instructions.

- Independence From Local Office Environment--The placement follow-up methodology can operate under any organizational structure without the presence of automated capabilities and without either ADS or Job Bank being available.

- Flexibility In Scope And Application--The methodology can be operated at any level of magnitude, including the specification of larger or smaller sample sizes, the analysis of desired subsets or programs, and/or the simultaneous operation of the methodology at more than one office. In addition, the methodology can, if desired, be linked with either the referral follow-up methodology proposed in this report or the current ETA local office validation surveys.

- Statistical Significance And Reliability--The proposed sample size is more than twice that normally required by ETA for local office surveys, nonrespondents are prompted by telephone, and short-term follow-up data are validated during the long-term follow-up.

- Built-In Sample Placement Validation--As part of the follow-up process, sufficient data are collected to permit the determination of the validity, by ETA definition, of the sample placements.

EXHIBIT VI

Employment and Training Administration
Referrals/Placement Demonstration

PLACEMENT FOLLOW-UP METHODOLOGY--
OPERATIONAL HIGHLIGHTS

1. The test office is notified of its selection for the demonstration and, during a predemonstration site review, requested to retain (or obtain) all relevant ADS, Job Bank, and/or ESARS reports until the demonstration commences.

2. Employers in the appropriate local area are informed in advance of the demonstration and its ramifications through JSIP, ESRs, and/or employer groups.

3. Job Bank daily Applicant Transaction Listings, ADS Weekly Activity Reports, and/or existing ESARS program formats and inquiry functions are used to select, in reverse chronological order, a historical sample of 400 placements.

4. Form letters are prepared immediately and sent to all employers of these placements, requesting data on placement validity, starting wage, and initial (1-3 day) job duration and open-ended comments focusing on quality of applicant/placement.

5. Nonresponding employers are contacted by telephone after seven calendar days to obtain or facilitate their responses.

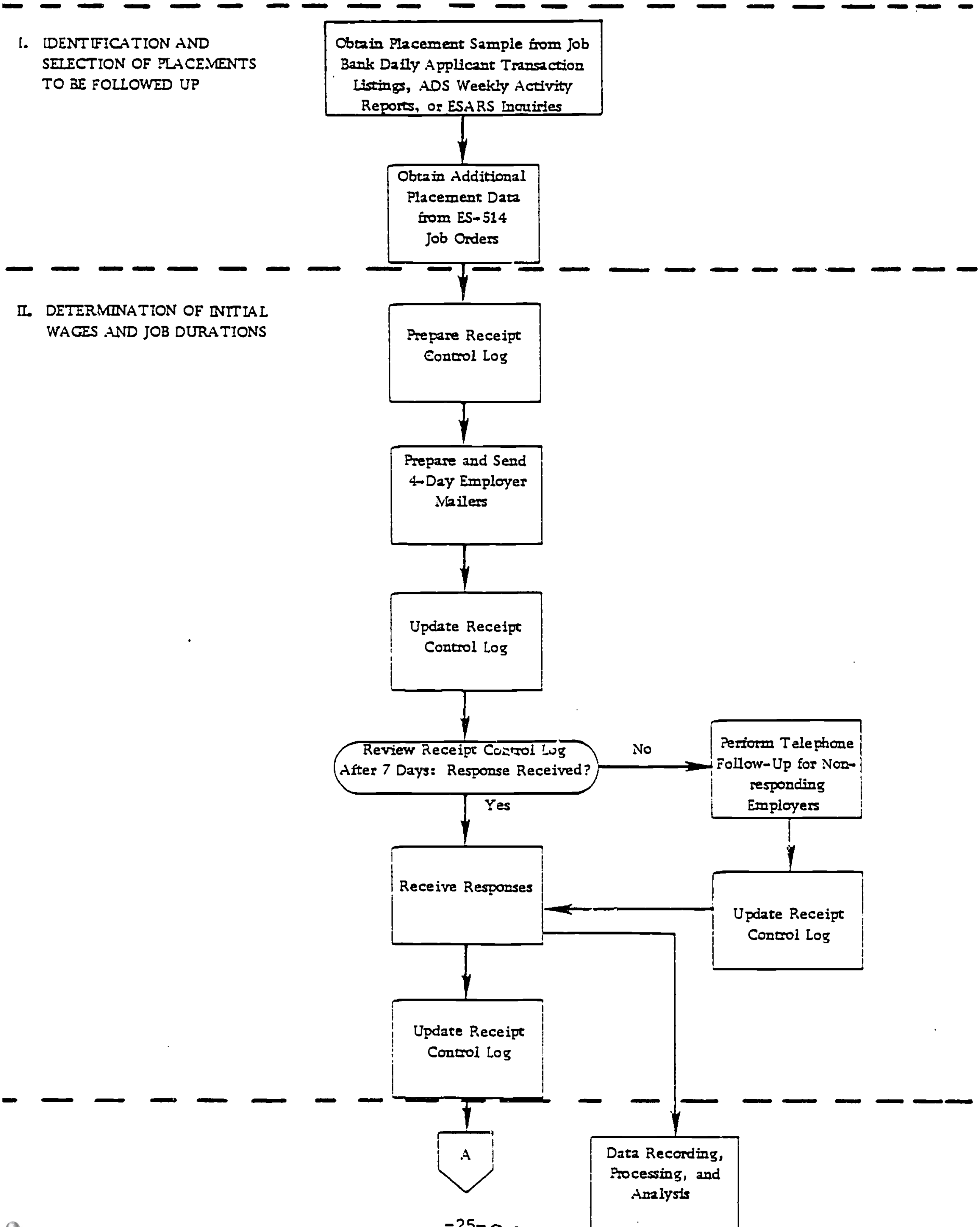
6. Five months thereafter, a second set of form letters is prepared and sent to all employers who responded to the first form letter, requesting additional data on current/final wages and longer-term (4-150 and 150+ days) job duration information. In addition, the respondent is requested to verify the responses given to the first form letter.

7. Nonresponding employers are contacted by telephone after seven days to facilitate or obtain their responses.

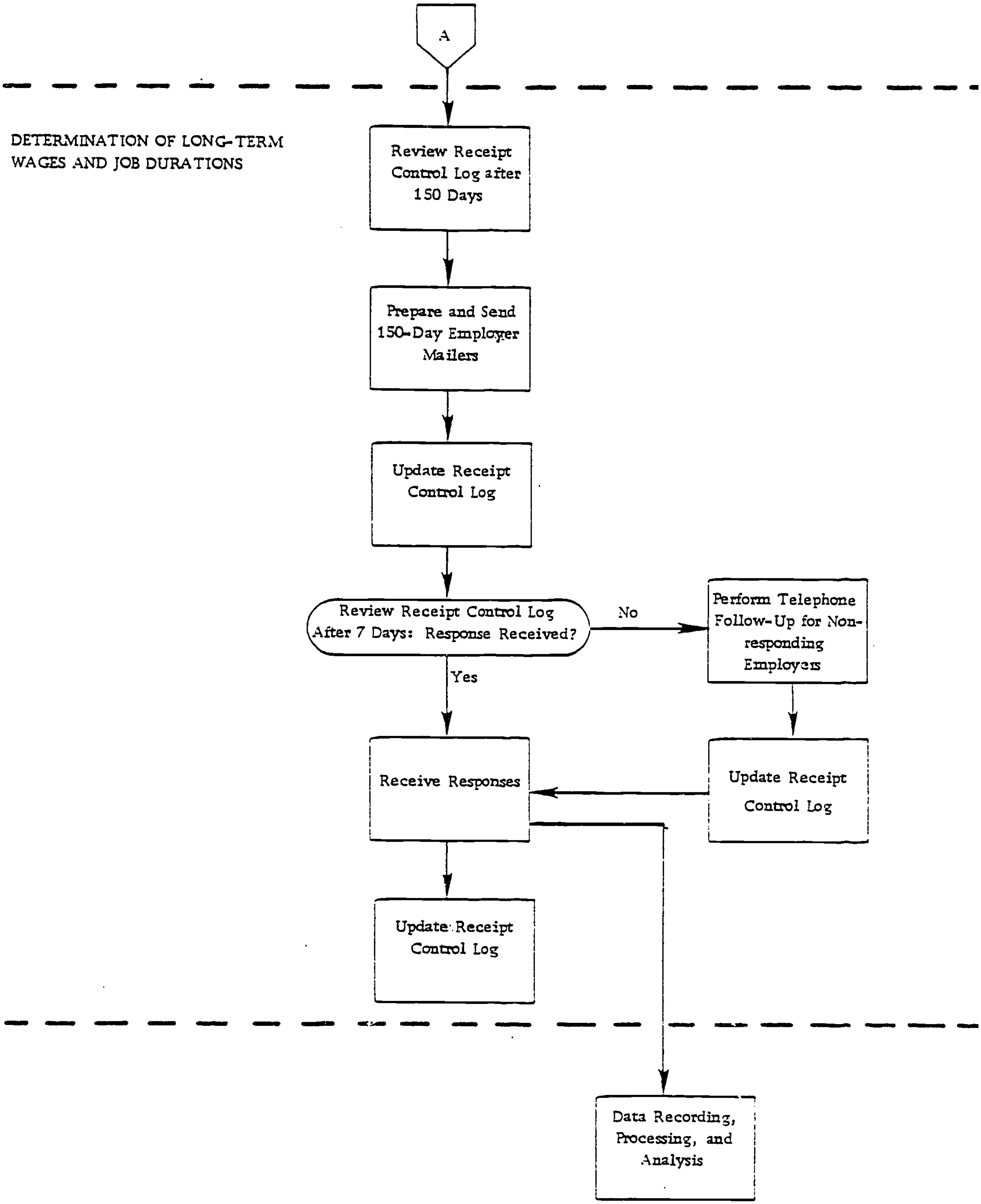
8. The follow-up data are processed and analyzed along with job order specifications and related data.

EXHIBIT VII(1)

MICHIGAN PLACEMENT FOLLOW-UP STUDY--PROCESS DIAGRAM



. DETERMINATION OF LONG-TERM WAGES AND JOB DURATIONS



Employment and Training Administration
Referrals/Placements Demonstration

PLACEMENT FOLLOW-UP METHODOLOGY--DETAILED SPECIFICATIONS

Function and Subfunction	Related Documents/Records	Procedural Details
1. IDENTIFICATION AND SELECTION OF PLACEMENTS FOR FOLLOW-UP		
(1) Select and notify test office	. ESARS and/or other national data . Letters of notification and instruction	. Select test office using national data sources . Notify test office of selection and ramifications . Advise test office of specific demonstration plans . Request test office to retain daily Applicant Transaction Listings and weekly activity reports for one month prior to start of demonstration. (If Job Bank and ADS reports are not available, request office to perform ESARS inquiries.) . Inform local area employers of demonstration through JSIP, ESR, or other employer groups
(2) Select sample placements and obtain placement data	. Daily Job Bank Applicant Transaction Listings (primary source) . ADS weekly activity reports (back-up source) . ESARS program formats and inquiry functions (back-up source) . Data sheets	. Select placements in reverse chronological order from Job Bank, ADS, or ESARS listings . Select initial sample of 400 . Exclude one- to three-day and/or agricultural placements (optional) . Record applicant name, SSN, placement date, job order number, and station or desk identification number for responsible interviewer . Prepare data sheets . Above procedures are performed by project team
(3) Obtain job order for sample placements	. ES-514 Job Order . Data sheets	. Record job order description, wage, duration, DOT code, and number of openings . Record employer name, address, telephone, contact, and SIC code . Record onto same data sheets used in previous subfunction . Above procedures are performed by project team
2. DETERMINATION OF INITIAL WAGES AND JOB DURATIONS		
(1) Prepare four-day employer mailers	. Data sheets . Standardized mailers . Standardized response sheets	. Obtain following information from data sheets: employer name, address, telephone and contact, applicant name and SSN, job order number and description, and placement date . Prepare mailer for each employer on agency letterhead over office manager's signature

Function and Subfunction	Related Documents/Records	Procedural Details
2. (1) Prepare four-day employer mailers (continued)		. Enclose response envelopes . Enclose response sheets asking for source of referral, job title, starting date, termination date, nature of termination, starting wage, present/final wage, and comments . Above procedures are performed by project team
(2) Send four-day employer mailers	. Standardized mailers . Standardized response sheets . Receipt control log	. Send each employer one mailer along with one response sheet for each sample placement . Send mailers immediately or three days after most recent placement--whichever is later . Record date of mailing and to whom sent in control log for each letter . Above procedures are performed by project team
(3) Contact nonresponding employers by telephone	. Receipt control log . Data sheets . Introductory statement and instructions	. Identify nonresponding employers using receipt control log . Obtain employer identification information from data sheets . Call any employers from whom responses are not received after seven days . Solicit mail or telephone responses and resolve questions or problems . Interviewers may also perform other employer services at same time . Record telephone contacts in receipt control log . Perform a maximum of two telephone contact attempts for each employer . Above procedures are performed by ES interviewers designated by test office manager
(4) Receive and process responses	. Response sheets . Data sheets . Receipt control log	. Subfunction is performed on continuous basis as responses are received . Responses are received in local office by project team . Project team transcribes answers from response sheets to data sheets . Project team records responses in receipt control log . File data sheets and response sheets for subsequent processing

Function and Subfunction	Related Documents/Records	Procedural Details
3. DETERMINATION OF LONG-TERM WAGES AND JOB DURATIONS		
(1) Prepare 150-day employer mailer	. Receipt control log . Data sheets . Standardized mailers . Standardized response sheets	. Identify employers responding to four-day employer mailers using receipt control log . Obtain from data sheets same identifying information as on four-day employer mailer . Prepare mailer for each employer responding to four-day employer mailers on agency letterhead over office manager's signature . Enclose response envelopes . Enclose response sheets asking for same data as on four-day response sheet . Above procedures are performed by project team
(2) Send 150-day employer mailers	. Standardized mailers . Standardized response sheets . Receipt control log	. Send each employer one mailer along with one response sheet per placement . Send mailers 150 days after most recent placement in sample . Record date of mailing and to whom sent in control log for each letter . Above procedures are performed by project team
(3) Contact nonresponding employers by telephone	. Receipt control log . Data sheets . Introductory statement and instructions	See Subfunction 2(3)
(4) Receive and process responses	. Response sheets . Data sheets . Receipt control log	See Subfunction 2(4)

3. EVALUATION CRITERIA

The three types of evaluations proposed for the placement follow-up methodology are:

- Organizational Evaluation--The objective of this evaluation is to assess the impact of the demonstration on local office operations, staff, and employers.
- Programmatic Evaluation--Measurements of productivity and performance from ESARS reports will be used to determine the office's success in referring applicants, placing referrals, and in filling job orders both prior to and during the demonstration period.
- Cost-Effectiveness Evaluation--Measurements of cost-effectiveness and cost-effectiveness ratios will be computed during the demonstration period. These include:
  - Total attempted placement verifications (initial sample)
  - Total successful placement verifications (final sample)
  - Short-term response rate (for 4-day follow-up)
  - Long-term response rate (for 150-day follow-up)
  - Combined response rate
  - Staff hours per attempted verification
  - Staff hours per successful verification
  - Total dollar cost per attempted verification
  - Total dollar cost per successful verification

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IV. ANALYSIS PLAN

The referral and placement follow-up demonstrations involve both evaluation and analysis activities. The referral analysis is primarily concerned with the dynamics of the referral process, whereas the placement analysis focuses on wage and job duration. Several significant benefits can be derived from the analyses of both demonstrations:

- Quantifies both referral process dynamics and post-placement experience on a sample basis
- Permits the interpretation of information in comparison to job order specifications, local office characteristics and operations, and related items
- Reveals the value of the follow-up methodologies as research and analysis tools
- Provides baseline data for future testing and evaluation
- Provides data for making recommendations on referral and placement follow-up policy

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